DOCUMENT RESUME

ED 192 670 HE 013 140

AUTHOR Jenkins, Hugh M., Ed.
TITLE Foreign Student Recruitment: Realities and Recommendations. A Colloquium (Wingspread, Racine, Wisconsin, March 26-28, 1980).
INSTITUTION College Entrance Examination Board, Princeton, N.J.
SPONS AGENCY National Liaison Committee on Foreign Student Admissions, Princeton, N.J.
PUB DATE Mar 80
NOTE 71p.
AVAILABLE FROM College Board Publication Orders, Box 2815, Princeton, NJ 08541 ($6.50)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS Clearinghouses; *College Students; Conferences; Data Collection; *Declining Enrollment; Economic Factors; Enrollment Projections; Ethics; Evaluation Criteria; *Foreign Students; Higher Education; Information Dissemination; Policy Formation; Population Trends; Retrenchment; Standards; *Student Recruitment; Trend Analysis

ABSTRACT

Proceedings of a colloquium on foreign student recruitment, sponsored by the National Liaison Committee on Foreign Student Admissions, are presented. The colloquium was designed to examine the demographic and economic conditions that have created the need to increase recruiting practices currently taking place. Included are a review of the agents in the recruitment business and the alternatives facing the U.S. educational community in responding to uncontrolled and ethically suspect activities. Two background papers are presented, the first of which, "Foreign Student Recruitment--Why?" by Malcolm Scully, presents demographic data projecting postsecondary enrollment patterns to the end of the century and documenting the present unsettled state of many institutions due to declining enrollments. In the second background paper, Fred Lockyear describes "Current Practices in Foreign Student Recruitment." Discussions of these papers are included, as are the materials produced by two working groups. One group developed guidelines for the establishment of a clearinghouse to collect and disseminate information about recruiting activities and procedures. The other prepared statements identifying abuses in recruitment that are of common concern and a set of criteria for ethical recruitment. In reaching consensus on the conclusions of both working groups, the total assembly discussed ways of disseminating the information throughout the educational community and of promoting ethical practices. (SW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED192670

Foreign Student Recruitment: Realities and Recommendations

A colloquium held at Wingspread, Racine, Wisconsin
March 26-28, 1980

Sponsored by:

The National Liaison Committee on
Foreign Student Admissions

composed of:

American Association of Collegiate Registrars
and Admissions Officers

The College Board

Council of Graduate Schools

Institute of International Education

National Association
for Foreign Student Affairs

Hugh M. Jenkins
Editor

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

CEEB

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

HE 013 140

College Entrance Examination Board, New York, 1980

Copies of this book have been distributed by the member organizations of the National Liaison Committee on Foreign Student Admissions. Additional copies can be obtained from College Board Publication Orders, Box 2815, Princeton, New Jersey 08540. The price is $6.50.

Inquiries regarding this booklet should be addressed to Editorial Office, College Entrance Examination Board, 888 Seventh Avenue, New York, New York 10019.

Copyright © 1980 by College Entrance Examination Board
Library of Congress Catalog Card Number: 80-68912
Printed in the United States of America

Contents

Foreword. *v*

Acknowledgments. *vii*

Preface. *ix*

Introduction. *1*

Foreign Student Recruitment—Why?
Demographic and Financial Factors, Present and Future,
by Malcolm G. Scully. *5*

Colloquium Discussion. *16*

Current Practices in the Recruitment of Foreign Students,
by Frederick E. Lockyear. *20*

Colloquium Discussion. *37*

Work Group I:
Toward Establishing a Clearinghouse
on Foreign Student Recruitment Information

Discussion. *46*
Recommendations. *49*

Work Group II:
Toward Establishing Criteria
for Ethical Recruitment Practices and
Continuing the Educational Process beyond the Colloquium

Discussion. *50*
Recommendations. *56*

Summary. *58*

List of Participants. *60*

Foreword

"Foreign Student Recruitment: Realities and Recommendations" represents the topic for discussion at the fifth colloquium on foreign students sponsored by the National Liaison Committee on Foreign Student Admissions (NLC), which is composed of the American Association of Collegiate Registrars and Admission Officers (AACRAO), the College Board, the Council of Graduate Schools in the United States (CGS), the Institute of International Education (IIE), and the National Association for Foreign Student Affairs (NAFSA). This colloquium was held in cooperation with The Johnson Foundation at Wingspread, the foundation's confererence center in Racine, Wisconsin, in March 1980. Administrative costs for the colloquium and the publication of this report were provided by the Directorate for Educational and Cultural Affairs of the United States International Communication Agency.

The four previous NLC-sponsored colloquia were also held at Wingspread. The reports issued after these conferences include *University, Government, and the Foreign Graduate Student* (1969), *The Foreign Graduate Student: Priorities for Research and Action* (1971), *The Foreign Undergraduate Student: Institutional Priorities for Action* (1975), and *The Foreign Student in United States Community and Junior Colleges* (1978).

The idea for this colloquium developed from concerns expressed by the Admissions Section of NAFSA. Mary Cay Martin, director of international student services at the University of Chicago and current chairman of the NLC, presented these concerns to the committee. With their enthusiastic support for the concept of a colloquium on this topic, she then coordinated the planning committee for the conference as listed in the Preface. The NLC is deeply indebted to Lee Zeigler, director of the Bechtel International Center at Stanford University, for his energetic and creative direction of the colloquium. We are also indebted to Hugh M. Jenkins, retired executive vice president of NAFSA, for his able and thoughful reporting on the complicated and sensitive issues represented in this publication.

The NLC appreciates not only the financial and substantive support of the United States International Communication Agency and The

Johnson Foundation, but also the strong commitment and active involvement of the presenters and participants in this thought-provoking program.

Sanford C. Jameson
Secretary, National Liaison Committee
on Foreign Student Admissions

June 1980

Acknowledgments

The writer of this report wishes to thank Mary Ammirati for her patient assistance in the preparation of the manuscript. He also wishes to acknowledge his indebtedness to the plenary speakers, whose presentations are recorded in their entirety, and to the leaders of the workgroups, the reporters of those sessions, and the participants, whose views and comments are recorded in this report. Many have reviewed relevant parts of the manuscript, and their suggestions or corrections have been gratefully received. Apart from those sections identified with different authors, the writer must accept responsibility for the way in which the colloquium is reported. Everything of value in the report must be attributed to the contributions of the members of the colloquium; any lack of clarity in interpreting these contributions must be ascribed to the writer.

Hugh M. Jenkins
Editor

Preface

"The Colloquium proposes to examine the demographic and economic conditions which have created the need to increase recruiting practices, the activities—good and bad—currently taking place, including a review of the agents in the recruitment business, and the alternatives facing the U.S. educational community in responding to fast-growing, increasingly uncontrolled, and ethically suspect activities."

This statement accompanied the letter of invitation to a representative group of college and university presidents, deans, admissions and foreign student advisers, overseas counselors, members of the educational media, and representatives of consortia, professional associations, and government agencies with interest in international education. In addition to examination and review, the project was committed to formulate recommendations toward centralizing information on recruitment practices and tightening standards in the identification of appropriate students from overseas and the processing of their admission to United States institutions.

Thirty-nine participants accepted the invitation, joined by four foreign students currently attending Midwestern colleges and universities and identified as Wingspread Fellows. Background papers were provided by Malcolm Scully, senior editor of *The Chronicle of Higher Education*, whose demographic data projected postsecondary enrollment patterns to the end of the century and documented the present unsettled state of many institutions as they look at decreasing numbers of potential students, and by Fred Lockyear, educational consultant to the College Board, who described current practices in foreign student recruitment.

Following discussions of the data presented, the participants were divided into two working groups. One developed guidelines for the establishment of a clearinghouse to collect and disseminate information about recruiting activities and procedures. The other prepared statements identifying abuses in recruitment which are of common concern and a set of criteria for ethical recruitment. In reaching concensus on the conclusions of both working groups, the total assembly

of participants in its final meeting discussed ways of disseminating the information throughout the educational community and of promoting ethical practices.

It is gratifying to note that considerable media attention has already been generated by the colloquium and its recommendations. The task of further implementation now lies with the National Liaison Committee on Foreign Student Admissions, to whom credit is due for initiating the colloquium.

The director is indebted to all who participated in the colloquium and particularly to those who gave considerable time and thought to the planning of the project: Douglas Conner, American Association of Collegiate Registrars and Admissions Officers; Sanford Jameson, The College Board; Mary Cay Martin, University of Chicago; Michael Pelczar, Council of Graduate Schools; Cassandra Pyle, Institute of International Education; Clifford Sjogren, University of Michigan; Mary Ann Spreckelmeyer, United States International Communication Agency; and Valerie Woolston, University of Maryland. Special acknowledgment is due to the thoughtful and comprehensive presentations of Malcolm Scully and Fred Lockyear and the direction of working groups by Mary Cay Martin and Karen Lowe-Raftus.

The colloquium was made possible through the generous financial support of the United States International Communication Agency and The Johnson Foundation; warm appreciation is extended to them. Henry Halsted and Kay Mauer of The Johnson Foundation staff, our enthusiastic hosts at Wingspread, answered all of our meeting needs and provided public relations coordination and hospitality with efficiency and personal concern. The Johnson Foundation's express belief in the value of continuing appraisals of the changing scene in international education and the value of thoughtful and focused discussions by authorities in the field is reflected in the total commitment of staff in facilitating meetings such as ours.

A. Lee Zeigler
Colloquium Director

Introduction

The colloquium on "Foreign Student Recruitment: Realities and Recommendations" is the most recent in a series of educational events initiated by the National Liaison Committee on Foreign Student Admissions to facilitate and improve the process of international educational interchange. Like the preceding colloquia, it was organized in cooperation with The Johnson Foundation and held at Wingspread, the foundation's conference center in Racine, Wisconsin. In addition to the assistance received from The Johnson Foundation, the colloquium was supported by the United States International Communication Agency.

The circumstances which led to the determination to examine the question of foreign student recruitment are not new. They were aptly described in the report of a previous colloquium, organized under the same auspices in June 1974, on the subject *The Foreign Undergraduate Student: Institutional Priorities for Action*. In the introduction to that report we read "In summary, thousands of the world's brightest and academically prepared young students seek educational opportunities in hundreds of American colleges, universities, and other postsecondary institutions that have space and want students."[1] At that time, according to *Open Doors*, the annual census of foreign students in the United States published by the Institute of International Education, there were 154,580 foreign students enrolled in 1,760 institutions of postsecondary education. As the participants gathered for this most recent colloquium, the 1978-79 census, just off the press, indicated that there were now 263,938 foreign students enrolled in 2,504 institutions. In business terms, such a rapidly expanding market offered many opportunities for the activities of entrepreneurs, both educational and commercial.

Recruitment itself is not a subject that is susceptible to any broad generalizations or sweeping criticism. The practice of promotion through advertisement, certainly an indirect form of recruitment, is

1. New York: College Entrance Examination Board, 1975, p. 1.

an old and well established tradition. It is recorded in an article which appeared in the April 1980 issue of *Change* ("The Selling of the Sheepskin," by Maureen Mackey) that as far back as the year 1900, Charles W. Eliot, the president of Harvard, "engaged the services of the Publicity Bureau, the nation's first public relations firm, to obtain national recognition for Harvard." In this same search for recognition, college and university representatives have for many years traveled across the United States to commend their institutions to high school graduates. It is in more recent times, however, that questions have been raised about the use of improper promotional and recruitment techniques both in the United States and abroad.

The repercussions of this relatively new and disturbing development in the field of recruitment may be seen in two government reports which appeared in the mid-1970s. One, presented by the Subcommittee on Educational Consumer Protection to the Federal Interagency Committee on Education ("Toward a Federal Strategy for Protection of the Consumer of Education," December 1974) lists a number of "abuses of educational consumers resulting from unethical operations of some educational institutions." The report continues, "In postsecondary education a number of common malpractices have been identified. They are found in public, private nonprofit and proprietary institutions." The list includes misleading or inaccurate advertising, indiscriminate or overly aggressive recruiting, and lack of full disclosure concerning salient institutional facilities. Although the report is primarily concerned with U.S. students, it cites instances in which foreign students are involved, noting particularly the false interpretations of institutional approval by the Immigration and Naturalization Service for the issuance of I-20s (Certificate of Eligibility for Student Visa Status) as "recognition by the U.S. Department of Justice."

At this same time a different facet of the developing recruitment problem was attracting the attention of another federal agency, the General Accounting Office, which was examining the question of abuses in international educational interchange. That agency's report to Congress in February 1975 entitled "Better Controls Needed to Prevent Foreign Students from Violating the Conditions of Their Entry and Stay While in the United States" (GGD-75-9) identifies

some of the distressing results of these abuses. Here we find a number of ways in which some foreign nationals take advantage of the unethical practices of some institutions, especially indiscriminate recruiting, and use the student status so easily obtained as a means of entering the United States for purposes far removed from the pursuance of an educational program.

For those concerned with the integrity of educational interchange and the role of U.S. institutions as hosts to the largest foreign student population in the world, the existence of these abuses on both sides in the recruitment and enrollment of foreign students became a matter of increasing concern. The members of the National Liaison Committee on Foreign Student Admissions, representing the major educational organizations most directly involved, directed their attention to the rapid increase in recruitment of foreign students by growing numbers of U.S. colleges and universities. Their initial approach was to provide some direction and guidance to this activity, not by censure, but by emphasizing the real and long-term benefits of having foreign students on campus while providing a realistic assessment of the apparent short-term advantages. Thus the *Recruitment Kit* was developed, consisting of an uncompromising introductory statement of standards and responsibilities and a collection of documents which represented the accumulated experience and expertise of the participating organizations. These kits were available on request during the years 1976-79. In 1978 the *Recruitment Kit* was supplemented, and has since been replaced, by the more concise and convenient pamphlet *Guidelines for the Recruitment of Foreign Students*, which was published by the College Entrance Examination Board and has been widely distributed in the United States and abroad.

The problem of recruitment remained on the agenda of the National Liaison Committee, and to provoke further action it needed only the disclosure of the fate of the foreign students enrolled at Windham College, who found on arrival that the institution had closed because of financial problems, and the subsequent exposure in the national press of a number of unethical recruitment practices. It was therefore decided to bring together a group which could examine all aspects of the current situation. To ensure adequate representation the group comprised both those who determine institutional policy on

such questions as recruitment and those who are responsible for implementing the policy, including those who work directly with foreign students both in the United States and abroad and those who represent government agencies involved with international educational interchange. They were invited to make an extensive examination of the current state of recruitment of foreign students and identify existing abuses. It was hoped that in this way the educational community as a whole might be presented with an explicit statement on the problem.

The resulting colloquium held at Wingspread on March 26-28, 1980, more than fulfilled these expectations. The diversity of the group assembled lent added authority to the eventual consensus which produced the proposal to establish a clearinghouse for foreign student recruitment information and the statement of abuses and recommended criteria. As the following report will demonstrate, every aspect of the recruitment process was examined, abuses were delineated and their causes identified, and immediate as well as long-term plans proposed for the maintenance of standards and the improvement of practices and procedures. The colloquium closed with a commitment by all the participants to follow up on the decisions and recommendations made by the group, working not only through their own associations but also through all available contacts in the U.S. educational community and among those in other countries who are engaged in international educational interchange.

Foreign Student Recruitment—Why? Demographic and Financial Factors, Present and Future

by Malcolm G. Scully

The demographic and financial factors that have put colleges and universities in their present unsettled condition and that could lead to various unpleasant futures, as we report so regularly in *The Chronicle*, can be divided into two groups—those that have happened or will happen and those that may happen. As is generally the case, there is far more speculation about what may happen than there is certainty about what will.

On the demographic side, the conventional wisdom is that the only thing we know for sure is the number of births each year until the present. How those people will behave as they grow older and begin to make choices about education, careers, families, and so forth, are variables subject to forces beyond the control of the demographer. We know, for instance, approximately how many 18-year-olds there will be each year from 1979 until 1997. We do not know how many of them will go to college, what they will want to study, when they will want to study it, or—perhaps most important—what might happen in the larger society that could affect their decisions and alter some of the trends that have made educators so gloomy. We also do not know what people who are older than the traditional college-going age will do, although many colleges and universities know what they hope this group will do.

A quick example of the possible variability of the variables can be seen in the college-going rate of white, male 18-year-olds which began to decline at approximately the same time as the end of the military draft. Many observers believe that the rate will continue to decline, and that—as the economic value of a college degree diminishes—the college-going rates of other groups will also fall. Thus, some demographers have predicted that college enrollments could drop as much as 40 or 50 percent by the middle of the 1990s. However, those pre-

dictions were made before President Carter proposed reinstituting registration for the draft. Should the draft itself be reinstated, the predictions may turn out to be entirely wrong. Even if there were no student deferments per se, many young people might seek the skills a college education brings in order to have more choice about what type of military service they would have to perform.

There are other unknown quantities which may affect college enrollment in the next decades. The "new bellicosity" that seems abroad in the land could lead to vast increases in government spending on basic research at colleges and universities and create boom times in some areas. Again, of those youths who will become 18 between now and 1997 the proportion who are children of college-educated parents is higher now than ever before. In the past, at least, children from this group were more likely than others to go on to higher education. All that is speculation. The point is, simply, that the unknowns outnumber the knowns and that unanticipated developments, or those only faintly perceived at present, may profoundly change the prospects for colleges and universities over the next 20 years. They probably will be far more important than any of the "certainties" that have caused the present malaise.

Nonetheless, the facts are compelling. For instance, the total number of 18-year-olds in the United States, which peaked in 1979, will decline by 18 percent by 1986. It will rise briefly for several years thereafter and then decline again so that, in 1991, the number of 18-year-olds will be 26 percent lower than the 1979 figure. These predictions are drawn from birth statistics.[1] For example,

- In 1961—18 years before 1979—there were 4,268,000 births in the United States.
- In 1973—18 years before 1991—there were 3,137,000 births.

We do not know how many of the young people who reach the age of 18 between now and the 1990s will go to college. We do not even know how many of them will receive high school diplomas, but the Western Interstate Commission for Higher Education has, on the

1. All data on numbers of 18-year-olds and on high school graduation rates, state by state, are from *High School Graduates: Projections for the 50 States.* Boulder, Colo.: Western Interstate Commision for Higher Education, November 1979, 39 pp.

assumption that the influencing factors will not change significantly, predicted that nationally the number of high school graduates will be 18 percent lower in 1986 than it was in 1979, 16 percent lower in 1988, 26 percent lower in 1991, and 22 percent lower in 1995.

More interesting – especially to colleges and universities – than the national statistics are the regional and state-by-state breakdowns of these figures. Let me point to some of the highlights.

- The region that will be hit hardest by far is the Northeast. Overall, the commission estimates that the number of high school graduates in that region will decline – from 1979 – by 22 percent in 1987, by 40 percent in 1994, and by 38 percent in 1995. Individual states in the region will be even harder hit. In Rhode Island, for instance, the number of high school graduates in 1994 will be 49 percent less than in 1979. In the District of Columbia, the number that year will be 60 percent less.
- The picture in the South is varied. Overall, the number of high school graduates will fall by 12 percent in 1986 and by 13 percent in 1994, according to the commission's estimates. However, while they will decrease in 1994 by 26 percent in Virginia and 25 percent in North Carolina, they will – unsurprisingly – actually increase in Texas. In 1995, there will be 10 percent more high school graduates in that state than there were in 1979.
- In the Western states, the picture is equally mixed. Overall, the number of graduates is expected to drop by 14 percent in 1985 and by 16 percent in 1991. However, by 1995, there will be only 2 percent fewer graduates, and declines in California account for all of that: the number of 1995 high school graduates will be 11 percent below 1979, whereas for the rest of the Western region the number will be 9 percent above 1979. And in Utah, the number will be 58 percent above 1979.

One important point to be made from this is that the demographic depression will not be uniformly severe throughout the country. In some regions there will be no depression at all. The problems of a small, private college in New England that draws all of its students from that region will be somewhat different from those of a small, private college in Utah that draws almost exclusively from that state. The Sun Belt generally will be less seriously affected, and the stable

institutions in that area will probably have to make fewer adjustments than those elsewhere.

A second point is that correlations between these figures and college enrollments are subject to innumerable variables. As I mentioned above, some demographers have predicted that the combined influence of declining size of the traditional college-going population, program cutbacks foreshadowed by increased pressure for tax-cutting measures like Proposition 13, and dwindling economic returns from a college degree could produce enrollment declines of 40 to 50 percent. Others see those figures as excessively gloomy. As you may know, Howard Bowen[2] has suggested that the future of college enrollments is more a matter of will than of facts—thus, he says, enrollments actually could increase by 25 percent or more if institutions changed their approach, changed their definition of who should enroll, what they should study, and so forth. The contrast between the most gloomy and the most optimistic predictions illustrates once again how nebulous discussions of the impending crisis can be.

The Carnegie Council on Policy Studies in Higher Education makes that point in its final report[3] when it says, "Gone is the day when the size of the freshman class of the fall could be predicted with great precision based on the number of graduating high school seniors of the June just passed. It is no longer enough to look just at the size of the age cohort, or at changing high school graduation rates, or at private rates of return in the labor market on investments in a college education, or at long-term historical trends, helpful as each of these is."[4] Nonetheless, with that caveat, the Council made its own projection and suggested that enrollments would decline 15 percent by 1997—an overall decline in the 18- to 23-year-old age group of 23.3 percent being offset by increases in the proportion of students 25 and older, by increases in the college-going rate of women and

---

2. "Some Reflections on the Present Condition and Future Outlook for American Higher Education." *Academe*, February 1980, pp. 8-15. See also Mr. Bowen's *Investment in Learning: The Individual and Social Value of American Higher Education.* San Francisco: Jossey-Bass Publishers, 1977, 507 pp.

3. *Three Thousand Futures: The Next Twenty Years for Higher Education.* San Francisco: Jossey-Bass Publishers, 1980, 439 pp.

4. Ibid., pp. 35-36.

members of minority groups, by higher retention rates, by the enrollment of more part-time students, and by increasing enrollment of foreign students.

The Council, however, made no specific projections on foreign students. It said, "Although we expect that the number of foreign students in the country will continue to grow, we have not included a specific calculation in the enrollment projection for several reasons: In recent years the U.S. share of students studying in foreign countries has been decreasing relative to other countries (although we continue to receive the greatest numbers). Over one-fourth of our foreign student population is from OPEC countries and could be affected by foreign-policy developments. Exchange programs with China and other countries are expected to expand, but the numbers of new students will be very small relative to our present enrollment of over 11 million. Finally, although only half as many Americans go abroad to study as students from other countries who come here, the rate of increase has been about twice as great as the increase in foreign student enrollment in this country."[5]

During the past decade colleges and universities have suffered from a series of financial problems. Today they are unable to keep pace with current inflation. In this context several points deserve special attention:

- All institutions, public and private, have become increasingly dependent on public money. In the past decade the proportion coming from state and local governments has been going up and the proportion of federal money has been going down. State and local governments may have different views from those of the federal government or private donors on what institutional priorities should be. Generally, their goals may be more oriented to the needs of regions or local areas, less to broad intellectual ends.
- It is generally accepted that institutions have taken what financial steps can be taken in nonacademic areas to meet the combined impact of static or declining enrollments and increased inflation. Deferred maintenance, energy-conservation measures, reductions in travel, freezes on hiring, and so forth are all more familiar to you than to me.

5. Ibid., p. 44.

What happens next, as *The Chronicle* said earlier this month,[6] is that academic areas and programs become the chief target of the budget-cutters. Many campus managers, if not faculty members, believe that the financial problems of the 1980s are not amenable to the solutions of the 1970s: more aggressive recruiting efforts, better management of investments, or bigger fund-raising campaigns simply will not be enough. Instead, they say, many colleges will have to eliminate relatively weak or unpopular programs so that they can reinforce areas of greater promise.

The ramifications of that shift in focus on the part of the campus money men are considerable. Faculty members clearly will resent it and view it as a further erosion of their role in setting institutional goals and policies. Collegiality may dwindle further as departments compete with each other for the attention of students and through them for the attention and favor of the managers. One proponent of this approach to financial management appealed for toughness. Cutting weak programs meant cutting faculty members, he said. "It's easy to talk about excellence and quality but it is very difficult to act upon. . . . One has to be fairly ruthless about that. You can't save money if you don't lay people off."[7]

- Although in the recent past the institutions that have gone under or been forced to make drastic changes in their mission generally have been among the less visible institutions, in the near future some more recognizable colleges and universities will be taking dramatic action.
- The financial future will also be shaped by the nature of the student market in ways that colleges have not had to face in the past. The Carnegie Council said that the next two decades will be a "golden age"[8] for students because colleges will be hungry for them and will strive to cater to student demand. The implications of that are vast. Unlike the 1950s and 60s, when new programs could be added to existing programs, the 1980s and 90s will see new programs added at

---

6. Robert L. Jacobson, "Campus Managers Shift Focus to Academic Quality." March 10, 1980, pp. 9-10.

7. Ibid., p. 9, quoting Lyman Glenny, University of California at Berkeley.

8. *Three Thousand Futures*, p. 54.

the expense of existing programs. If students in this golden age want something new, something old is probably going to have to go. Programs that are of special appeal to foreign students, for instance, may be added at the expense of programs that are of special interest to certain departments where enrollments are falling off. The prospects for aggravating internal tensions clearly are great when the addition of new programs or services will require the elimination of existing ones. Those tensions, in fact, will create profound philosophical and moral questions not only for colleges and universities but for all institutions in countries where economic expansion has slowed or stopped.

- The combined influence of these demographic and financial problems inevitably leads to the question of foreign student recruitment, and already there have been cases – some highly visible and some less well known – where institutions have looked to foreign students as a solution to their problems. A number of other tactics – some already widespread, others looming, some potentially healthy, others potentially harmful – have also emerged. The Carnegie Council, for instance, listed these:
- The lowering of admissions requirements.
- The search for nontraditional students, who in the past have been the least preferred.
- The increased emphasis on retention of students, sometimes regardless of their performance.
- The rising level of grades to attract and retain students in courses and departments.
- The turn toward vocational and professional subjects following student demand.
- The introduction of new fields and new courses that are highly popular with students.[9]

Although none of these practices is in itself evil, each raises the potential for abuse, and reports of abuses are spreading.

Just as there will be regional differences in the impact of the demographic depression, so also will there be institutional differences. Some colleges and universities will suffer far more than others. The pres-

9. Ibid., p. 27.

tigious graduate universities—the members of the Association of American Universities, for instance—and some of the prestigious private liberal arts colleges will probably be able to continue through the next two decades without making too many adjustments to the financial and demographic disruptions taking place around them. Inflation will hit and hurt them, but they will remain attractive to the kinds of students they have traditionally attracted and so probably will not face declines. Community colleges, which are closely attuned to local needs, also probably will not face terrible financial exigencies.

On the other hand, the good but not nationally visible liberal arts colleges, the regional public universities—those that expanded from teachers colleges and universities in the 1950s and 60s, and the small, private colleges that serve local but not regional or national clienteles, all will be hit relatively hard by the coming crisis. How many will go under is the matter of much conjecture and is probably a function of the kinds of steps they take to survive. Some probably will have to make compromises with their traditional standards. A trustee from a moderately prestigious private university in the South noted recently that such compromises already were being made. Eighty percent of the university's students were as good as ever, he noted, but the other twenty percent had the kinds of admissions test scores and high school backgrounds that would have never been acceptable in the early 1960s.

As an aside, the declining number of 18-year-olds may compound the problems of the liberal arts colleges that have prided themselves on recruiting bright students who go on to professional or graduate schools. The proportion of students scoring at the highest levels on admissions tests is going down as well. Thus, a smaller percentage of a smaller number of 18-year-olds have, for instance, combined scores above 1200 on the College Board's Scholastic Aptitude Test. Clearly, some colleges are going to have to change their admissions standards if they are to maintain enrollments at previous levels.

David Breneman of the Brookings Institution says that the "most troubled group of colleges will be the former teachers colleges that began to develop into comprehensive research universities in the 1960s." They now find themselves "stranded in a state of semi-development and uncertain mission. These institutions will not develop into major universities in our lifetimes, and are likely to bear

much of the enrollment loss within the public sector."[10] Private institutions face an uncertain future as well, he said. "The prospect of salvation from Washington is limited. The principal federal policy options are too costly, either financially or politically. Several states have made serious efforts to aid their independent colleges, but wholesale bailouts are unlikely. The factors that will ultimately make the difference will be location, a clear sense of identity and mission, loyal alumni, good trustees, and the quality of institutional management."[11]

The Carnegie Council and many other groups have pointed to adults, engaged in full- or part-time programs, as one solution to the decline in the traditional age group. Not everyone is sanguine about that, however. Kenneth P. Mortimer of the Center for the Study of Higher Education at Pennsylvania State University says that older, part-time students may help at some urban institutions, but they "are not likely to be the saviors of postsecondary education." First, he notes, "approximately five part-time students are required to produce the same number of credit hours as one student enrolled full time. It is doubtful that there will be enough adult students to cover declines in the college-age group of the size anticipated."[12] He also questions how many adults really will want to spend their discretionary time in the classroom – or, if they do choose the classroom, whether they will want programs that even vaguely resemble what most colleges and universities are now offering.

One could cite case after case of how colleges and universities are preparing to cope with the economic and demographic realities mentioned above. Virtually every institution in the country is developing strategies. The academic vice president at one major public university in the West said privately recently that they have had a committee working on a "best-case, worst-case scenario" for the 1980s. The "worst case," he said, had to be suppressed because the consequences

---

10. David W. Breneman and Susan C. Nelson, "Education," pp. 237-38, in *Setting National Priorities: Agenda for the 80's*, Joseph A. Pechman, editor. Washington: The Brookings Insitution, 1980, 563 pp.

11. Ibid.

12. Quoted by Jack Macgarrell, "Higher Education's 'Not Me' Decade." *The Chronicle of Higher Education*, January 7, 1980, pp. 6-7, 9.

outlined therein were considered too depressing to share with the academic community generally. Nonetheless, as mentioned above, the best-case, worst-case planning now going on often projects the elimination, not simply of a few faculty positions through attrition, but of entire programs.

In general, these plans and discussions of the future include little specific mention of how foreign students may fit into the efforts of colleges and universities to save themselves over the next 20 years. The evidence from the recent past suggests that institutions that have relied too greatly on them have betrayed both the foreign students and, eventually, themselves. In part, the lack of discussion is due to the range of uncontrollable variables involved in dealing with foreign students—political conditions overseas, changing policies toward higher education in other countries, and so forth. For example, the British move to charge foreign students what amounts to full tuition may have ramifications here. American universities that once were more expensive to overseas students than were those in Great Britain may eventually become financially competitive with them. Other developments overseas may be equally important.

However, the fact that foreign students are being discussed, in the context of coping with the kinds of potentially massive cutbacks or changes that have been suggested here, raises a number of troubling issues:

- If the demographic depression and the financial crisis do affect different institutions differently, it seems likely that the institutions most tempted to move into the foreign student market may be those least prepared to provide what foreign students want or need. This, as you all know, has sometimes happened in the past, with dire consequences.
- Similarly, the areas that thus far have felt the brunt of decreased enrollment and changing student tastes are in the humanities. The humanities traditionally are the most culture-bound part of the curriculum and thus may be of least interest or use to foreign students.
- Many institutions are considering adding more nontraditional programs, continuing education, programs for those over 65, and the like. Those programs, although they may bring in revenues, probably are not well suited to the needs of foreign students.

What such problems suggest is that some of the alternatives for

survival being explored by institutions will serve foreign students better than others. It also suggests, unfortunately, that some of the solutions – those which John Sawhill has described as "minimalist"[13] – will result in a shrunken curriculum and an educational philosophy that are less useful to foreign students.

What institutions must guard against is the temptation of continuing or expanding their enrollments of foreign students at times when they are adopting programs for domestic consumption and thus becoming less useful to those foreign students. If they do not, they will be guilty of the "inexcusable cynicism" that Harold Enarson said was already too prevalent at institutions recruiting foreign students. "What are we to think of colleges which frustrate the educational hunger of students from developing nations, which ignore the handicaps of poor preparation in the English language, which count paid enrollments with the greed of Shylock?" Mr. Enarson asked.[14] One task of those concerned with the maintenance of high standards in educational exchange, I assume, is to insure that at the very least the number of institutions guilty of such practices does not increase as the demographic and financial dramas of the 1980s unfold.

---

13. "Higher Education in the 80s: Beyond Retrenchment." Speech delivered to the American Association of Higher Education, February 15, 1980, Washington, D.C.

14. Quoted in "Recruitment of Foreign Students Said to Be Causing Chaos." *The Chronicle of Higher Education*, March 12, 1979, p. 8.

Colloquium Discussion

The Impact of Factors Affecting Enrollment and the Related Question of Recruitment

In reviewing the implications of Mr. Scully's paper it was noted that the uncertainty of the future, and the risks of prediction, were exemplified by the problems which U.S. colleges and universities are facing today. The accommodation and facilities which may now be underutilized were built in anticipation of a growth trend that to a large degree failed to endure. For while institutional expansion was in process, at least one fundamental change in social patterns was also taking place that would have a drastic impact on the dimensions of future needs—the increasing availability and general acceptance of birth control.

While statistics carry their own message, the element of chance and the possibility of misinterpretation add to the complexity of the task of those who must determine institutional policy. Thus the potential impact of extraneous factors, such as political or international developments, may drastically change the course of events on campus and confound even the most careful planning. In considering the various options for ensuring the continuing viability of the institution, therefore, the question of an increase in the enrollment of foreign students requires the most cautious examination. Both for their sake and in the best interests of the institution, recruitment of foreign students should be based on sound principles that are not subject to a superficial or short-term rationale.

There are a number of good and some questionable reasons for the recruitment of foreign students which should be given careful scrutiny by an institution exploring its involvement in this activity. Among them we find the following.

- "The education of foreign students makes friends for the United States." Past experience proves that many U.S.-educated students have retained a partiality for this country, but certainly not all. It must also be remembered that in their careers in the homeland, especially in government service, their primary concern should properly be the interests of their own country, which may or may not coincide with

those of the United States. While it is reasonable to assume that an educational experience in this country will give the foreign students a better understanding of the United States, it should not be expected to make them unreasonably prejudiced in our favor.

- "Foreign students provide an assured source of funds." While this is generally true—almost universally so during the first year of a foreign student's period of study—it is not without its exceptions. In fact many seek financial assistance to complete their studies in the United States, especially those who are dependent upon private and family support. It must also be noted that recourse to employment is not possible for most. Immigration regulations which govern their stay in the United States are by intent exclusionary, and off-campus employment is granted only as an exception to the general rule which prohibits foreign students from working their way through school. In these circumstances it is to the institution that the foreign student will turn as a first resource when seeking financial assistance. Thus involvement with foreign students is likely to bring additional financial responsibilities.
- "Foreign students make a significant contribution to the education of American students." This statement is often used to rationalize the presence of foreign students already on campus. At a number of institutions the potential of foreign students as an additional international element in the institution's educational program has been used very successfully, but this requires careful planning. The presence of foreign students, per se, may or may not have some beneficial impact, but it is most unlikely that this will be so without special effort on the part of the institution.

In addition to the obvious commitments facing the institution that decides to internationalize its activities, an ill-considered involvement with foreign students may bring some sharp and unwelcome repercussions. Overrecruitment may produce a backlash that is both political and financial. In public institutions the state government will not look with favor on schools or departments that depend for their "critical mass" on a disproportionately large number of foreign students. The charge is already being heard that state funds are being improperly used for foreign student education or, in the case of private institutions, that funds which should be available for programs for U.S. stu-

dents are being diverted to foreign student activities. One result of this negative reaction is the suggestion that there be a special surcharge for foreign students. Although this has an immediate attraction, it is considered to be self-defeating in that it would simply reduce the number of foreign students coming to the United States.

The facile assumption that foreign students will automatically provide the answer to diminishing enrollment overlooks some important factors. The first is that while the U.S. is at present host to the largest foreign student population in the world it is not the only country that welcomes well-qualified students from abroad. (Current statistics indicate that, proportionally, the United States has in recent years been falling behind other countries in respect to size of foreign student population.) At the same time it was noted that in the past the level of quality in the foreign student population has been maintained because the group is self-selective. However, this safeguard will disappear under the pressure of recruitment programs that are concerned more with quantity than with quality.

From the perspective of the prospective student in his home country, the activity of recruitment, especially of an indiscriminate nature, can only further confuse what is already a complex situation. To make an appropriate selection the student must have a fairly comprehensive knowledge of the U.S. institution, taking into account its essential characteristics (e.g., liberal arts college, technical institute, etc.), to determine whether within the institution's priorities, which are not culturally oriented to the needs of foreign students, he can expect to obtain the particular educational program he seeks. In making such a difficult decision the foreign student needs an adviser rather than a salesman.

It is, of course, appropriate to emphasize the peculiar attributes of U.S. education. In this respect it was noted that the very fact that foreign students have been coming here in increasing numbers over the years is adequate indication that this country has something to offer. The concern which is now expressed relates to the facts that every institution in the U.S. cannot meet all of the varying needs of foreign students and that more institutions with inadequate resources are beginning to enroll foreign students. This greatly increases the likelihood that prospective students may be misled into selecting the

wrong school for their educational program in the United States.

The perplexity of the prospective student was dramatically presented by a former director of the Educational Information Center of the binational commission in Malaysia, in the form of a composite letter which incorporated the many inquiries received at the Center. It enumerated such causes for concern and bewilderment as noncentralized admissions procedures, deadline dates, academic placement, real costs, prospects for financial aid, social security number for student identification, unrealistic requests for educational credentials, and the many other details which are an accepted part of the routine U.S. institutional admissions process but are foreign in concept as well as language to students from other countries. Faced with such a formidable hurdle to overcome, the easy entrance offered by a recruiter with a guaranteed I-20 provides an alternative that is difficult to resist.

It was suggested that many of the difficulties faced by the student applicant in a foreign country might be eliminated or at least significantly reduced by a careful review of admissions procedures and a revision of the necessary forms. Requirements should be reduced to essentials; instructions should be clear and concise, using terms that are universally understood (for example, specifying months rather than seasonal terms in the academic calendar); and there should be a clear indication as to when the admissions decision will be made and communicated. It was noted that the revision of forms and information materials can be made more effective by seeking the advice of currently enrolled foreign students. It was agreed that clear and relatively culture-free application forms and information materials not only lead to satisfactory admissions but also offer a strong deterrent to questionable recruitment efforts.

Current Practices in the Recruitment of Foreign Students

by Frederick E. Lockyear

Over the past year and a half, recruitment of foreign students has received a great deal of national attention. The Windham College affair made newspaper headlines all over the country. ABC Television produced a three-part series focusing on Windham College and exposing some very shocking practices by other institutions. Many institutions with enrollment problems over the past decade have looked upon foreign countries, especially in the Middle East, as a major source for new students.

In its recent report[1] the Carnegie Council on Policy Studies in Higher Education predicted that older persons and foreign students will fill the anticipated gap in enrollment of the traditional age group and that "students will be recruited more actively, admitted more readily, retained more assiduously, counseled more attentively, graded more considerately, financed more adequately, taught more conscientiously, placed in jobs more insistently. The curriculum will be more tailored to their tastes."

Although the latter comment was not specifically addressed to recruiting foreign students, certainly the ideas may be applied to foreign as well as to American students. It should be pointed out that all educational institutions engage in some form of recruitment whether it is active, such as sending recruiters overseas, or more passive, such as designing attractive or helpful information materials. Methods of recruitment differ greatly in the active-passive spectrum. In this paper we will look at several methods to see how they stand up in respect to ethics, efficiency, and acceptability.

First let us consider three terms—counseling, recruitment, and

---

1. As reported by *The Chronicle of Higher Education*, January 28, 1980, pp. 1, 9-11.

placement—which are often used interchangeably, with little attention paid to their differences.

Counseling overseas (perhaps better called advising) is that process which assists students in deciding whether an education in the United States would help them attain their educational goals and whether it is practical for them to consider. At its best counseling provides both general information about American higher education and more specific assistance so that students may decide intelligently to which of the more than 3,000 schools in the U.S. to apply.

Counseling is available in almost every country overseas through private organizations such as the Institute of International Education or America-Mideast Educational and Training Services (AMIDEAST), quasi-government agencies such as a Fulbright Commission, American government agencies such as the International Communication Agency, or foreign government agencies such as the State Organization of Student Affairs of the Ministry of Culture and Higher Education in Iran. It is usually free of charge, although in certain cases the counseling may not be particularly sophisticated because the counselors have not had extensive training.

Various tools and aids are available to the counselor. These include such reference materials as *The College Handbook* and its companion publication the *Index of Majors*, *Lovejoy's Career and Vocational Guide*, Cass and Birnbaum's *Comparative Guide to American Colleges*, a library of college catalogs, the microfiche catalog library, and the *Overseas Counselors' Manual* of the National Liaison Committee on Foreign Student Admissions (NLC)—to name only a few. A new and important tool developed by the NLC is the Foreign Student Information Clearinghouse, a computerized system which serves as a personal indexer of the millions of pieces of information about American colleges to give the student a list, based on his stated needs and goals, of up to 17 institutions to consider. Equipped with as much information as possible, the counselor must be realistic and honest in appraising both the student's aspirations and his ability to meet his objectives both intellectually and financially. Thus, it is quite possible that after receiving competent counseling the student may decide not to come to the United States for his education.

Placement is that function in which an individual or agency at-

tempts to gain admission for an individual student or group of students into a college or university. Ideally placement is an extension of counseling. Reputable agencies (such as AMIDEAST) have no vested interest in any American college and can do their best to assist students in gaining admission to the most appropriate schools. In fact, the agency may secure admission at several schools so that the student can choose the one he feels is most suitable.

Placement services are rarely free and usually cost $150-200 at an agency such as AMIDEAST. The agency assists the student with the massive paperwork necessary to get through the admissions process. Less reputable agencies may also charge as little as $200, but fees ranging from $500 to $1,000 are more common. The latter are able to charge more because they can guarantee getting students into colleges—those which have already supplied blank, signed I-20 forms or which will send an acceptance immediately without a careful review of the application and without insisting on supporting documents such as transcripts and TOEFL scores.

Placement can be an extension of counseling if the agency is free to recommend any appropriate institution in the U.S. Unfortunately, the placement agency is typically tied in with a very small number of institutions and would not make any money if an institution not on its list were selected by the student. On the other hand, placement can be closely related to recruiting because the agencies frequently work with recruiters. Usually reputable placement agencies will work with reputable recruiters, and disreputable, with disreputable. Occasionally, however, a reputable recruiter or institution may get mixed up with a disreputable placement agency, causing serious damage to the college's reputation overseas.

Recruitment is that process which seeks to attract students to a particular college or university. It can take many shapes and can be performed by a variety of persons or agencies. It is a legitimate activity, seeking to insure the influx of new students into the institution. In many cases it has the further purpose of helping to diversify the student body or to maintain a high academic standard. Recruitment should be pursued in the context of a plan which considers institutional goals and resources (often no such plan exists). Trained admissions staff persons should normally handle recruitment, although in

some instances alumni, coaches, faculty, and students may participate in the process. Occasionally professional agencies may be hired. Sometimes a consortium of schools may work together to reduce expenses.

According to the joint statement on *Principles of Good Practice with Reference to College Admissions* (approved by the American Association of Collegiate Registrars and Admissions Officers, the College Board, the National Association of College Admissions Counselors, the National Association of Secondary School Principals, and endorsed by the American Council on Education), "Colleges and universities are responsible for all people they involve in admissions, promotional, and recruitment activities (including their alumni, coaches, students, faculty) and for educating them about the principles outlined in this statement. Colleges and universities that engage the services of admissions management firms or consulting firms are responsible for assuring that such firms adhere to the principles stated herein." The literature describing a school is a recruiting device. According to the *Principles of Good Practice* a college's publications should, among other things, "contain descriptions of the campus and community that are current and realistic." Consider this in relation to the story reported by Edward B. Fiske in the February 25, 1980, issue of *The New York Times:* "The recruiter told him that the school, which is in Fort Wayne, Ind., 'is near Washington and New York,' . . . ."[2]

Let us examine three approaches to recruiting: informed, uninformed, and unethical. Informed recruiting has as its basis a well-organized, enlightened, comprehensive plan which takes into consideration institutional goals, resources, and standards. In Washington in February 1979 Harold Enarson, president of Ohio State University, said:

"Do we know what we are doing in the foreign student business, let alone why we do it? I doubt it. . . . Foreign students drift in from around the globe, drift into colleges and universities with open doors, drift into programs promising personal advantage, drift back home—if indeed they do not stay in the U.S.—into jobs promising personal advantage. We are without premise or plan, system or strategy. All

2. "Colleges Face Problems on Overseas Recruiting." P. D-8.

too often we indulge in a mushy sentimentalism. It is so very nice to have foreign students on campus until they go broke and create problems or demonstrate."[3]

In 1978, in answer to a letter from the University of Miami, James McCloud, then director of AMIDEAST's Tehran office, posed the following questions:

"Concerning the idea of the University of Miami recruiting for Iranian students there are a few thoughts I wish to share with you.

"First a few questions. What is the basis for deciding to actively recruit Iranian students? Is the university underfilled? Is a higher proportion of foreign students desirable? Why? Are Iranians perceived as wealthy and therefore likely candidates for University of Miami admission? On this last question I can say without hesitation that Iranian students by and large are not wealthy. There are very few that we see who can afford the cost of an education at the University of Miami. Most of the students we counsel have $500-600 per month for *all* expenses." Indeed the college should know why it wants to recruit foreign students.

Assuming that one reason for recruiting foreign students is to diversify the student body and provide a more international learning experience for American students, an institution's plan would seek to avoid a concentration of students from a single country or geographic area. If 90 percent of the foreign students are Iranian, the American students and the community may think that all foreign students are like Iranians. Obviously other problems may occur. Many institutions which had counted on tuition income from their Iranian students either have been receiving their money very slowly or have been writing off bad debts. In addition a high concentration of students of one nationality is likely to foster a ghetto situation which will preclude the desired international learning experience.

In the institutional plan provision should be made to train an admissions officer to understand the educational systems of the countries from which students are being recruited. Otherwise the institution should be prepared to hire an evaluation service to review credentials

---

3. Quoted in "Recruitment of Foreign Students Said to Be Causing Chaos." *The Chronicle of Higher Education*, March 12, 1979, p. 8.

of foreign applicants. If only a small number of foreign applications is sought or expected the latter may be the most efficient way to proceed. Nevertheless, even if an evaluation service is used, an admissions officer recruiting abroad should know enough about the particular foreign educational systems to know whom to encourage to apply and whom not to encourage.

The institution and its recruiter should be cognizant of Immigration and Naturalization Service regulations, especially the one making it illegal to send a blank, signed I-20 overseas or to fill one out overseas.

The institution should consider what, if any, financial aid resources will be made available to foreign students, and the financial aid office should be made aware of the special needs of students from abroad. Incidentally, it should also be noted that the word scholarship may have a different meaning in other countries. Unless he is told otherwise the foreign student may expect a "scholarship" to cover tuition and all other expenses.

The person designated as foreign student adviser should have the support of the institution and should be encouraged to develop and maintain the knowledge and the skills necessary to assist the institution's students in academic and personal affairs as well as to advise them of their responsibilities under U.S. immigration law.

In executing the recruiting plan it is important that the institution be depicted honestly and accurately in every respect. Just as it is inappropriate to make a student believe that he or she can study engineering if only preengineering is offered, it is equally inappropriate to tell a student that he or she can live on $250 a month in the United States. Misrepresenting costs in this manner is common in recruiting.

As part of a thorough consideration of the ethical aspects of recruiting the institution will want to study the *Principles of Good Practice* referred to earlier and the College Board's *Guidelines for the Recruitment of Foreign Students.*[4]

It is probable that the institution engaged in uninformed recruiting is merely looking to increase enrollment figures, has not developed a plan, and is proceeding in a haphazard way. Its very reasons for recruiting may produce a conflict with students' academic goals. A

4. [New York:] College Entrance Examination Board, 1978, 19 pp.

recent article in Canada's *University Affairs* quotes A. L. Darling, registrar at McMaster University, "If you don't meet their needs [recruiting] will backfire."[5] The institution trying to fill its classrooms and dormitories may not be giving much thought to what it has to offer the foreign student. The admissions office under pressure to produce bodies to alleviate financial problems may find itself lowering standards, intentionally or unintentionally, bringing poorly qualified students who require a disproportionate amount of time to resolve academic and eventually personal problems. Even worse, all this may be taking place in an environment in which few or no supportive services for foreign students exist.

When a student is not told the whole story about an institution many problems may occur. Usually the student, not the institution, suffers. For instance, Mr. A, who represents a dozen or so American colleges, recently placed a student from Jordan in a small college in the Midwest. He collected $1,100 from the student, to be used toward tuition and fees. In subsequent correspondence with the college the student learned that the college offered only preengineering and not engineering. When he asked the college to refund his $1,100 he was told that he would have to contact Mr. A. For months he tried unsuccessfully to get Mr. A to answer his letters, and it appears that he has lost his $1,100.

Another type of misrepresentation might take the following form. A recruiter will advertise in the *Jordan Times* that he represents Indiana University, New Hampshire University, and Ohio University, "to name a few." The truth is that he represents Hoosier College in Indiana, Granite College in New Hampshire, and Buckeye College in Ohio, all very small liberal arts colleges (the names are, of course, fictional), and not major universities as the student is led to believe. I do not mean to suggest that there is anything wrong with a foreign student's attending a small liberal arts college; indeed for many such a college would provide an ideal learning situation. However, I do not believe that the student should be tricked into going to a small school. Just as one student said the recruiter had told him Fort Wayne

5. Quoted by Christine Tausig, "Aggressive recruiting: for some essential, for others anathema." March 1980, pp. 2-5.

was near Washington and New York, students recruited to Windham College were told that Windham (in Putney, Vermont) was located on the outskirts of Boston and had well-known medical and engineering schools. I cannot stress enough the importance of the recruiter's honesty in representing an institution.

Another pitfall in recruiting may occur if a well-meaning institution establishes a connection with the wrong kind of person. As an example let me share with you a paraphrased version of a memo from a counseling organization overseas (all names have been changed).

"In response to a notice which appeared in a local newspaper, I asked a staff member to attend a meeting on 'Studying Abroad' at a local college. Chief speakers at this meeting were to be John Smith, president of State University (a medium-size, regional institution), and a member of the State University Board of Regents, a 'Dr. Jones' whose name is not listed in the most recent copy of the bulletin for the university. The college where the meeting was to be held is located on the fourth floor of an office building in the most crowded district of the city. The surroundings convey a shoddy commercial atmosphere.

"Smith and Jones were introduced by the president of the local college, a Dr. Ngai. With the two Americans was one of State University's alumni, Mr. Chauncey Wong, the well-known proprietor of numerous TOEFL cram courses in Taiwan, whose publications are replete with copies of meaningless letters from nonexistent authorities at TOEFL.

"Dr. Smith gave the assembled students information about State University, describing the programs there, the costs of attending, and admissions requirements. To those (the majority) interested in M.B.A., D.B.A., or Ph.D. programs at the university he was obliged to say that none was available. Speaking briefly as a graduate of State University Chauncey Wong gave his personal endorsement to his alma mater. In concluding proceedings Dr. Ngai asked all those who intended to apply to State University to raise their hands. After repeating the same question twice, about ten students finally responded tentatively."

It would be desirable to help Dr. Smith and others like him understand the position in which they place themselves and their institution

through such activities. Perhaps some of the less sophisticated students received a generally positive view of the proceedings. On the other hand, if Dr. Smith had known more about what he was doing, he might have been able to present State University in a more favorable manner.

A further problem in recruiting overseas is brought out by James McCloud, quoting again from his letter to the University of Miami. "Recruiting can be a fairly harrowing experience. The recruiter is under constant pressure from student applicants and parents alike to accept the student here and now. The recruiter may thus feel forced in certain cases to bend standards more than he or she would have done from the distance of the campus admissions office."

Many colleges recruit foreign students without understanding their responsibilities to the U.S. government, the foreign students themselves, American students, and the taxpayers or others who support the institution. These schools may, wittingly or unwittingly, become open-door institutions in relation to foreign students when it is not in anyone's best interest. Many junior or community colleges have the misguided impression that their doors should be open to anyone. The purpose of a community college may well be to provide open admissions to students who are residents of a certain district, but consider the following excerpt from the public statement of the Wingspread colloquium on "The Foreign Student in United States Community and Junior Colleges" in October 1977.

"The traditional open-door admissions policy of the community colleges should be modified when applied to a foreign student program because of the heavy consequences of failure for the foreign student. A foreign student admissions plan should include appropriate criteria to establish limits of total enrollment within the institution's capabilities and limits by country or world area to assure broad cultural representation."[6]

The report of that colloquium also says, "Although community colleges generally have 'open-door' admissions policies, admissions

---

6. *The Foreign Student in United States Community and Junior Colleges.* New York: College Entrance Examination Board, 1978, pp. 78-79.

standards for international students must necessarily be defined and upheld to insure the best possible educational experience for them."[7]

Community colleges, however, are not the only schools with open admissions for foreign students. The untrained staff person may not be able to tell the difference between a university graduate, a secondary school graduate, or an elementary school graduate from a country overseas. Incidentally, secondary schools may have similar problems, since most do not have personnel trained to evaluate foreign credentials of foreign students and frequently will simply take the word of the student about which grade he or she should enter. Many private secondary schools recruit foreign students, but are not well prepared to receive them. A year ago I evaluated credentials for eight foreign students who were about to graduate from a private secondary school in New England. Three had finished grade 8 in their country but had been put directly into grade 12 in the private school and were about to graduate. (That the three were only fifteen years old should have given the school a clue.) No educational system in the world can give a student in eight years as much preparation as the U.S. system does in eleven. Since they were college bound—as are virtually all foreign students who come here on their own for secondary schooling—it is irresponsible to allow them to graduate with an incomplete high school background.

We now move on to unethical recruiting and its consequences. There are schools which exist only as post office boxes and send their I-20s overseas for a price. There are others which do exist as schools but knowingly sell or give blank, signed I-20s to agents who in turn sell them to students overseas. This not only brings many poorly qualified students to this country but also serves to encourage illegal immigration for the many who care less about going to college than they do about getting into the United States in any way they can. Thus, through irresponsible admissions practices, some institutions become accomplices to those who hope to circumvent our immigration policies.

Equally important, this manner of operation severely damages the reputation of all American higher education. In the Middle East, for

7. Ibid., p. 59.

example, the man on the street believes that one bargains one's way into American higher education—the price may be high, but the person who pays the price can get into any college in the United States.

Just before the revolution in Iran the director of AMIDEAST's Tehran office told me of a situation in which his office had done a good job for the student. Everything had worked smoothly, and about four months had elapsed from the time AMIDEAST had made application until the student had been accepted and the I-20 received. In a discussion with the girl and her parents, the father pointed out that he wasn't impressed because he could have gone around the corner and for a little more money could have had the same I-20 in 48 hours. In fact he could not have had the same I-20 in 48 hours—at least not from a reputable school. But placement agents in Iran (and other countries) would have him believe that he could.

One frequently used technique goes something like this: "Mr. X, I can get your son or daughter into any college in the United States in 48 hours (or 24 hours, or one week)—and I mean into schools like Harvard, Yale, Berkeley, or Cornhusker College." A few days later the agent will call the father and say, "Congratulations! Your son's first I-20 is here, and it's from Cornhusker College. Now, I haven't heard from Harvard, Yale, or Berkeley so your son should take his I-20 and go to Cornhusker College. Later on, if he wants to, he can transfer to one of the other schools."

The student and his father have been led to believe that Cornhusker College is on a par with Harvard, Yale and Berkeley. What's more, the agent had the I-20 in his desk all along. It might have been signed in advance and sent directly to the agent by the college, or it might have been sold to him by a recruiter.

Letters requesting illegal I-20s are sent to many colleges in the United States by literally hundreds of agencies. The following example is by no means the worst of its kind.

Dear Gentleman:

I would like to rperesent you our delta repersetative in Iran for qualify student which they like to come to America for their education. Usually they are High School graduate student. We select best student from family which they can support their expences while they are in U.S.A. Usually every year

thousand student they like to come to America Euroupe or somewhere else for their education. Our delta contact different colleges and universities all over U.S.A. and Euroupe for their acceptancs and their application. Of course in deed there will be language problem in some student which can be solved in time. We would like you to send us some form of language acceptance and application for our representitive to send some their student to your college for their education. Of course delta will support all the expences form which their is.

I appreciate your understanding and your efford. Thank you for your time and your support.

Sincerely Yours

How much understanding of American higher education can such a person have? How can such a person intelligently represent American colleges?

Not only does unethical and incompetent recruiting make the man on the street cynical, but it damages relations between our own and other countries. A little over a year ago the deputy minister of higher education in Syria showed me an I-20 which stated that the student had been admitted to a program in engineering. He said he did not believe that the school in question offered engineering, and he asked me if it in fact did. I replied that it did not. He then said that if this practice did not stop he would do all in his power to prevent Syrian students from coming to the United States.

Another problem arises when American consuls overseas, besieged by poorly qualified students with I-20s from undemanding schools, find time to review academic backgrounds and refuse visas to unpromising students. In such circumstances, a college may resort to telling the consul that he has no right to question its admissions policy, and may even press its congressman or senator to threaten the consul. Here, the college is ignoring its clear responsibility to give careful scrutiny to each foreign applicant. Failure to do so is in violation of immigration law.

Private entrepreneurs operate both overseas and in the United States. Profit is usually their first motive; service to the student is secondary. Some of these entrepreneurs work like the previously mentioned Mr. A, who would advertise in a foreign newspaper with a large headline saying "Study in the U.S.A." and follow up with a

slick slide show to further entice the student to one of the few colleges he represents. At the end of the evening he would be there to make arrangements to take the $1,100 deposit from all who had taken the bait. Some of these entrepreneurs have never been to the United States. Mr. A's operation in one Arab country was closed down by the government, and in order to resume his business there he negotiated with a nightclub owner in the capital to place the latter's son, who had never gone to America, at the head of a "student counseling office." Others, American, have not visited the campuses of the institutions they represent, and one cannot but wonder how someone who has never even seen the institution can represent it.

The private entrepreneur who represents certain schools will direct students, regardless of their needs, only toward those schools. He would not be able to collect a fee from other schools. Entrepreneurs who rely solely on collecting fees from students theoretically could place them in any college or university in the United States. However, in practice they deal primarily if not exclusively with schools which are easy to get into, schools which either provide blank, signed I-20s or do not waste any time by reviewing the academic credentials of their applicants. To leave such an important decision as university selection to this kind of process can only bring dissatisfaction to a high percentage of students. Many will use the admitting institution only as a way to get into the country in order to transfer as soon as possible to a more desirable school (thus, the institution issuing a quick I-20 may not keep the student for long anyway).

Rarely is such an entrepreneur distinguished for his honesty. In 1978 Mr. B advertised that he had offices in Tehran, Hong Kong, Lagos, and Caracas. Inquiries in Hong Kong and Tehran could find no listing for the firm. When pressed Mr. B admitted that he had intentions of opening offices in those four cities but had not yet actually opened any offices. One well-known placement agent in the Middle East had previously worked with UNESCO but was dismissed for embezzling. Yet another, a recruiter who represents various institutions overseas, was described by one of his clients as follows (paraphrased): "His comprehension of spoken English is about 60 percent. He has never dealt extensively with Americans. In a hostile situation he would be likely to take either unwise measures or liberties with

the truth to solve his immediate problem regardless of the long-term consequences." And this is only a sampling of the kind of people who have been representing American higher education overseas.

Incidentally, one of the curious things is how many of these people are linked together. Agencies change names and locations with astonishing frequency. They are all over the United States and indeed the world. In trying to track down Mr. C a call to his agency in Washington found it to be out of business. Then a rumor surfaced that he had started a new agency also in Washington. However, a call to this agency brought the information that Mr. C was running a San Francisco branch of the new agency. One agency in Boston went out of business last summer, but opened a branch in Caracas in the fall. Some of these things are just difficult to explain.

I have already alluded to what all of this does to the perception overseas of American higher education in general. In the previously cited letter to the University of Miami James McCloud indicates some of the consequences to the individual institution.

"Recruiting here may lower the reputation of University of Miami in Iran. Although a legitimate practice in the U.S., because of past experiences with some fairly disreputable U.S. recruiters in Iran, many people here including Ministry of Science and Higher Education officials tend to view recruiters as head hunters. Students also tend to assume that the school will provide a quick I-20, no questions asked. If students then assume they are going to a fairly low level school they will probably waste little time in transfering or more likely may simply use [the I-20 for English language instruction] with no intention of attending the school issuing the I-20 [for an academic program][8]. . . . This is a very common practice with Iranian students.

"I'm not violently opposed to recruiting but basically I do feel the college or university should carefully examine its motives for recruiting and be aware of some of the possible negative consequences beforehand."

As a concluding note, here is a well-balanced view of recruiting

8. At the time of this letter, the American consul in Tehran normally required that students obtain both I-20s in order to receive their visas.

from the December 1979 issue of *Warta Macee*, the newsletter of the Malaysian American Commission on Educational Exchange.

University Recruiters – Pros and Cons

The growing interest of Malaysians in U.S. higher education coupled with a decrease in the U.S. college age population and correspondingly decreased college enrollments has led to the phenomenon of the university recruiter in Malaysia.

Generally, there are two different types of recruiters. There is the recruiter who is an authorized representative of one or more colleges or universities and the recruiter who does not specifically represent a university but offers some service involving university applications.

The first type who represents a specific university or universities often offers several distinct advantages to the student. He may be able to waive the TOEFL examination, an interview serving as an adequate measure of the student's English proficiency, he can drastically shorten the amount of time required for the admission process eliminating lengthy mailing delays. However, he does have some definite limitations, since he represents a very limited range of colleges for the student to select from, rather than the full range of 3,000 accredited colleges the unassisted student can select from. Also, one must pose the question of why this college has hired a recruiter at all, whether it is perhaps due to a poor financial condition or the lack of adequate applicants for admission. There may or may not be a charge for this recruiter's services.

The other kind of recruiter has no official relationship with any university. Sometimes these companies will simply write to a selection of universities and request multiple copies of the application form. Increasingly, reputable universities are refusing to cooperate with such requests. This offers the student the advantage of saving time required for obtaining the application forms, but again the selection is likely to be a very limited one. In other cases, all this firm does is to write on behalf of the student to obtain the forms and provide assistance in filling out the required forms. There is always a charge for this type of service, and in fact students may be paying M$200 or more for the convenience of someone else selecting a university for them and filling out the forms. Rarely are these firms particularly knowledgeable about U.S. universities, often the staff has never even been to the United States.

MACEE has several concerns about the wisdom of using such services. Many students are overwhelmed by the wide range of choices available to them from the over 3,000 accredited colleges and universities and would prefer to have that selection limited, even if arbitrarily by someone else. Yet we

have observed that the student who is actively involved in the selection of a university learns a great deal about the U.S. education system in the process and that the time required to go through the application process individually makes for smoother adjustment to admissions. To be able to apply to a college and start classes within the month simply does not allow enough adjustment time for either the student or his family.

We also ask students to remember that these recruiters are in business, the business of selling a particular university or service. Therefore, the student must be extremely cautious to protect his own interest, for example in verifying that the degree from the university will indeed be recognized by the Public Services Department, not relying on what the recruiter says about accreditation. For certain fields of study, such as engineering, architecture, agriculture and education, merely attending an accredited college is not sufficient for degree recognition in Malaysia.

If the recruiter is offering the college that you have decided that you want, we suggest that you make use of the advantages he offers. But think carefully before you "settle" for your second choice or someone else's choice. Remember that you are risking four years of your life and at least M$40,000 of your money along with your one chance to learn what a bachelor's degree program has to teach you.

Summary

The seamy side of recruiting presents a very serious problem with many aspects—agencies that do not operate with the best interests of the student in mind, schools that need students and could in fact provide a good educational experience for the right student, I-20 mills, students who come to America unqualified academically. All of this and more is mixed together. Almost no one cares enough to do anything about the problem of unethical recruiting. Consuls overseas say it is the fault of the universities, the universities say it is the fault of the immigration service, the immigration service says it is the fault of the consuls. Since the buck is being passed in a circle no one will really address the abuses. Documents such as the *Principles of Good Practice* and College Board's *Guidelines for the Recruitment of Foreign Students* are exemplary but lack teeth for enforcement. Exposure of the situation in Iran, serious as it is, did not bring about any changes or reforms in the system.

If what has been presented here seems more negative than positive

it may be because the positive side rarely receives recognition, but in fact it seems to me that active recruitment overseas has so far presented more negative aspects than positive. Questions for us today I believe are:

- How does an institution make the decision to recruit responsibly?
- How does an institution put its recruiting ideas into practice?
- How can we, as a group of concerned persons, reach institutions to advise and encourage them to do their recruiting in an ethical and exemplary manner?

If we can find answers to these questions then I believe we will accomplish our charge at Wingspread.

Colloquium Discussion

Current Practices in the Recruitment of Foreign Students

It was generally agreed that recruitment, per se, is a proper and respected practice of most United States colleges and universities. Even those that receive more applications than they can accept see recruitment as a means to sustain the flow of the highly qualified student applicants. It was also recognized that the foreign student bent on an education in this country will find his own way to an American institution even though his choice may be haphazard or ill informed. Thus there is a place for recruitment in the enrollment of foreign students, provided always that it is done as an educational service with the best interests of the foreign student and the institution in mind.

In the summary of his presentation Mr. Lockyear drew particular attention to the need for careful consideration of the ways in which an institution can make a responsible decision regarding the recruitment of foreign students and then implement that decision. In responding to these questions a number of the colloquium participants spoke from their own experience, and several offered as case histories the actions taken at their own institutions.

At Cornell College, Iowa, for example, recruitment of foreign students was the result of a deliberate policy decision and followed advance planning. In the course of the regular review of institutional activities, which included an examination of the foreign student program, it was decided to increase the enrollment from some 25, all of whom had been admitted on a somewhat random basis, to about 60 who would be deliberately selected from diverse geographical areas. This policy was determined both for economic reasons and in order to broaden the scope of the educational program. As a first step in the implementation of this decision an inventory was made of the foreign students on campus and of the foreign alumni—thus identifying the areas from which new students should be sought to provide a diversified foreign student population and the countries in which contacts could be developed through the interest of alumni. It was also clear

that the increase in the foreign student population would require some adjustments in the educational program, and plans were therefore made to simplify the selection and inclusion of required courses for the foreign students and also to give credit for English as a foreign language. The leading role in initiating this extension of the international outreach of the institution was played by the president, who traveled overseas to promote foreign student enrollment after arranging contacts with alumni and representatives of the educational community in the countries to be visited.

From the experience to date it was noted that foreign alumni can provide an invaluable resource for orientation programs and that the personal visit of a college representative provides prospective students with a knowledge of the institution that cannot be conveyed through the written word. At present the college's arrangements for foreign students include provision for home stays and the development of an international house on campus. Consideration is also being given to the preparation of application forms and information materials specially designed for foreign students, some possibly being printed in foreign languages. The result of all this activity at Cornell College has been a marked increase in the foreign travel, study, and experience of both faculty and students, and the current involvement in international interchange is such that a dean of international education is needed to coordinate activities in this field.

The report of procedures in Cornell College was supplemented by accounts of comparable but not precisely similar activities in other institutions.

Warren Wilson College in North Carolina has had a long tradition of enrolling foreign students. Since the mid-1940s some 15 to 20 percent of the student body have been from overseas, many recruited through missionary contacts from the Third World. In recent years, however, there has been a decline in the foreign student enrollment, a matter of concern to the administration which was shared by the College Assembly (a meeting of faculty, staff, and elected students). The result was a statement of policy, endorsed by the trustees, which exemplifies a sound rationale for the enrollment of foreign students. It reads, in part, "The college must be willing to guarantee equal access and educational opportunity to all and to provide for a cultural

mix of international students, students from other states, U.S. minorities, and those of limited financial resources. It is essential that we have a significant number of international students from a variety of other nations on campus to provide the critical mass necessary to activate interaction between U.S. and international students so that we can attain our educational goals for all students."

This has led to the reorganization of the admissions office, the expansion of the on-campus international program and of study abroad, and the development of increased scholarship funding. The outreach for the added impetus in the enrollment of foreign students in this case was effected through contacts developed with key secondary schools in 28 countries.

At Siena Heights College in Michigan the foreign student population is being increased from around 15 to some 125. Currently, 24 foreign countries are represented in the Siena student body. The initiative in this development was taken by the president of the college, using every available opportunity for extending the contacts of the institution. Ten different channels were developed for disseminating information about the college and encouraging applications from foreign students. These include foreign students enrolled at the institution, foreign alumni, U.S. embassies abroad, foreign embassies in this country, international conferences, and individual contacts made by faculty or other representatives of the college in travel abroad. The increase in the foreign student population to about 10 percent of the total study body has not been without its problems. For example, U.S. students had to be reconciled to sharing rooms with students from other countries (although difficult at first, established custom has now brought easier acceptance). In the food service, catering had to be adapted to make provisions for varying religious and cultural patterns. Siena's president reports that the increase in foreign student enrollment has benefited the college in a number of ways, especially as it has increased the U.S. students' interest in and awareness of the need for understanding the broader implications of cultural diversity.

The College of Wooster in Ohio has been receiving foreign students for many years, but most of them came through missionary contacts from Africa, India, and Southeast Asia. In this institution the initiative for diversification and increase in the foreign student population came

from the Admissions Office, and in 1973 the college first participated in the admissions tour of the European Council of Independent Schools. In order to provide time for development this original decision involved a commitment for a three-year period.

The college already had many characteristics of an internationally oriented institution, with 40 overseas study programs, visiting professors from abroad, a host family program, an international center, and financial and English language assistance for foreign students. Cultural area studies were offered and a foreign language required as part of the educational program. The decision to expand foreign student activities engendered a series of meetings on campus to review the commitment to international education. Existing programs were evaluated, changes and additions made, and an ad hoc Committee on International Education established to conduct further investigation.

Between 1973 and 1979 the number of foreign students entering the institution each year increased from 11 to 48, and the current foreign student population totals 85 from 33 countries. Diversification has been encouraged by the use of partial scholarships made available to a greater number of students. Campus employment also provides needed assistance. During this period various changes have taken place. In the foreign student program a full-time adviser has been hired, and the assistant director of admissions responsible for foreign students has been promoted to associate director and coordinator of international admissions, working with both foreign students and U.S. students from abroad (referred to as Third Culture students). There have been several curricular developments. Student teachers are now able to do their practicum in England, a major in international relations has received unanimous faculty approval, and the establishment of international internships in a variety of academic areas is presently under consideration. The development of the college's overseas admissions is the responsibility of the Admissions Office, and information that foreign students need is provided in a special booklet *Wooster: An International Community.*

In addition to these particular reports of institutional policy and planning in foreign student enrollment, the discussion revealed a number of areas in which participants had encountered problems and learned from their experiences.

Special attention was given to the function and role of the representative of a U.S. institution in a foreign country. It was pointed out that the visitor from the United States must be prepared not only to represent his or her own institution, but to some extent to speak for, or at least be knowledgeable about, U.S. higher education in general. This applies to any official visitor, although it was recognized that there are differences in function for the college president, who can open doors and promote the interests of the institution at a higher level, and the admissions representative, who will be working more directly with the foreign student and the agencies or institutions that are primarily engaged in educational interchange activities. Representation may also be provided by alumni designated by the admissions office for this purpose. It was emphasized that, in any case, the institution must accept full responsibility for its official representatives; persons who are not regular employees of the institution should be properly trained and their duties clearly defined. To perform effectively, especially in the area of recruitment, the institution's representative must be well informed about the educational system of the foreign country and sensitive to its cultural patterns. It is also very important that visiting representatives from the U.S. be familiar with the organizations, public and private, U.S. and domestic, that provide counseling services to students seeking admission to a U.S. college or university, and that relationships be established only with those that enjoy a good reputation.

It was reported that some of the institutions represented in the colloquium had at one time or another hired the services of a professional recruiter (as distinct from an advisory or counseling agency). There was general agreement that this invites problems for all concerned—the student, the institution, and in the long run the whole community of U.S. colleges and universities. The greatest source of trouble is inadequate or erroneous, sometimes deliberately misleading, information which brings to the campus a student whose expectations the college or university is unable to fulfill. The most serious disappointment occurs when the student finds that the educational program he or she came to obtain is not available, but misunderstandings about location, environment, and facilities can quickly sour the relationship between the institution and the individual. Inevitably the student will

try to transfer to another institution, an option which is limited by Immigration and Naturalization Service regulations. Altogether, the experience of the group underscored the fact that irresponsible recruitment by an agent who is primarily concerned with filling quotas does a disservice to the institution and victimizes the foreign student.

There was concern about the lack of adequate financial resources. While most institutions were unable to offer financial assistance to foreign students, especially in the first year, they were painfully aware that this means many talented and extremely well qualified applicants are automatically excluded from consideration. It was felt that dispersal of the few available funds in partial scholarships might enable some of these students to secure further assistance from other sources and thus make it possible for them to study in the U.S.

Consideration was given to the possibility of referral as a means for directing a foreign applicant to the most suitable U.S. institution. This avenue is being explored by the Ohio College Association, a voluntary organization of 72 public and private nonprofit colleges and universities which has been in existence for many years. The association recently intensified its involvement in international educational activities with the appointment of an international programs coordinator and is already engaged on a plan in which a member institution such as Ohio State University, which receives far more foreign applications than it can possibly handle, in its letter of rejection refers suitable applicants to the Ohio College Association, which in turn refers them to other member institutions. It is anticipated that this may develop into a consortium approach to foreign student admissions and greatly increase the range of opportunities available to the foreign applicant. It was also noted that this is but one of a number of international services, studies, and programs now being developed by the Ohio College Association. The suggestion was made that similar admissions referral plans might be explored by other consortia or groups of institutions.

It was recognized that many foreign students come to the United States to learn English, some for that purpose alone, most as a preliminary to an academic course of study in this country. Thus the schools which teach English as a second language have a very important outreach to prospective students in foreign countries, and

because many of these schools are business enterprises, there is a fairly massive promotion of their programs. It was noted that a distinction must be drawn between reasonable promotional activities and indiscriminate recruiting. In selling their own programs, the independent, commercially operated English-language schools are responding to the imperatives of a profitmaking enterprise; those schools which are university related are meeting the needs of a system in which operating expenses must be offset by income from tuition fees. At present there is very little self-regulation of this activity, although the pressure of publicity about improper practices may have some effect on this situation.

The crucial factor in recruitment to English-language schools is the fulfillment of the student's expectations after the English training is completed. Any encouragement, whether explicit or implicit, which leads the student to assume that transfer to an academic program will follow automatically is a gross betrayal of confidence. The student must, in fact, already have a conditional admission to such a program.

The point of view of the foreign student on the question of seeking the right institution for study in the United States was provided by the Wingspread Fellows who participated in the colloquium. From their comments it was possible to get some idea of the enormity of this decision which involves a huge investment of both funds and years of study. The desperate anxiety to make the right choice gives some urgency to the need for accurate information and knowledgeable advice. It was stressed that many school prospectuses or catalogs contain too much general information designed to enhance the institution and too little practical information designed to inform the student. There are also many items specifically needed by the foreign inquirer which would not ordinarily be included in catalogs: what happens during the summer break, the opportunities if any for employment, and so forth. It was recommended, therefore, that special bulletins for foreign applicants be designed as an alternative or as a supplement to the usual information materials.

The problem of institutional reputation has an additional dimension in foreign countries. Many excellent colleges and university departments simply are not well known abroad. Not only does this inhibit the choice of the foreign student but it diminishes the apparent

value of the degree in the homeland in comparision with a degree from one of the few prestige institutions that happen to be well known.

While the foreign students acknowledged the potential contribution of alumni in providing much-needed orientation in the homeland, they noted that unless the alumni are properly motivated and willing to serve in this capacity they will not be of much help. It was further noted that even after the school has been selected, the foreign student may need further guidance in determining the academic program to be pursued; too many students, it was claimed, especially those from developing countries, acquire too much knowledge so "western oriented" that it is of little use in their homelands.

Work Groups

The colloquium was so designed that during the program the participants would be divided into two working groups, with ample provision being made for their deliberations. The intent of this arrangement was to facilitate the development of some specific recommendations, thus fulfilling the desired goals of the colloquium. To this end each of the work groups was charged with a specific task—one to explore the feasibility of establishing a clearinghouse for information on foreign student recruitment, the other to set down criteria for ethical recruitment practices and suggest ways in which these might be disseminated after the colloquium.

Work Group I

Toward Establishing a Clearinghouse for Foreign Student Recruitment Information

The progression from discussion to agreement and recommendations revealed a particular characteristic of the colloquium. Although nearly all of the participants were from the educational community, they were drawn from elements not usually found together at the annual conferences and other national and regional events in the educational calendar. From the educational institutions came college presidents and other senior members of the administrative and developmental sectors, members of faculty and other teaching staff, admissions officers, and representatives of international student offices. Also represented were government agencies, international and binational organizations engaged in overseas counseling services, institutional and professional associations, and foreign students.

Thus the discussions reflected the concerns of people who shared a common interest but approached it from different points of view. Their perspectives were conditioned by the particular nature of their responsibilities and the consequent ordering of their priorities. In this respect the very process of coming to an agreement demonstrated the complexity of the problem and the difficulty of finding unanimous support in the wider educational community for any particular course of action. Those involved in the initiation or extension of programs to increase enrollments were primarily concerned with long-term solutions. They sought ways to achieve a more effective flow abroad of comprehensive and authoritative information about higher education in the United States, thus providing an appropriate context for accurate description and informed perception of the offerings of individual colleges and universities. Those more directly involved with counseling, admission, and placement of foreign students sought some immediately available instrument to determine the current scope and nature of foreign student recruitment, in order to identify and, if possible, eliminate undesirable practices. They were primarily concerned with ways of finding and contacting the U.S. institutions that use third-

party recruiters as well as the overseas counseling offices which have direct knowledge of the recruiting activity.

While this divergence of view conditioned the examination of the various options available, from it emerged two practical resolutions which are most likely to be acceptable to the wider educational community – the establishment of a carefully defined clearinghouse project, and the endorsement of such a project by the key educational associations. In further discussing the desired goal of action to be recommended by the work group, it was agreed that this must encompass some positive plan for the recognition of legitimate programs designed to recruit foreign students and for the improvement of activities in this field so that such programs become the rule rather than the exception. Acknowledging the need for some immediate measures to expose and restrain the unacceptable practices, it was felt that actions directed solely against irresponsible recruitment abroad would not suffice. Although the future growth of foreign student enrollment is uncertain, and recruitment will adjust to changing needs, there is a clearly defined, continuing need for an educational program for those entering the recruitment field. The group therefore recommended as a long-term goal the development of models of sound recruitment practices, workshops, and the establishment of a consultation service to assist those who will be responsible for institutional recruitment programs.

Some consideration was given to the target of the initial information collecting process, that is, from whom shall the information be sought and for whom is it intended. It was agreed that the information desired relates to the activities of third-party recruiters. To identify such persons or organizations inquiries should be sent to U.S. institutions who might use their services. It was also agreed that the information accumulated should be made available to the educational community in the United States and to counseling and information services abroad. It was generally accepted that it would not be possible to disseminate this information to the students themselves or their parents as they constitute a community too diffuse and too hard to reach.

Turning their attention to the purpose of the proposed clearinghouse, the group agreed that it should be designed to achieve three

objectives – to gather simple, direct data about current recruitment activities, to organize and record this information, and to publicize it. It was believed that the existence of a clearinghouse would in itself be a deterrent to the extension of existing programs that are not entirely ethical and would inhibit the proliferation of new ventures of this type. There was general agreement that for the present this clearinghouse should be limited in scope, designed to cope with existing needs, and that future development of the project would depend on changing circumstances in the field of foreign student recruitment.

The group spent a great deal of time discussing the data to be collected. It was first agreed that the focus of attention was the independent, third-party recruiter, as distinct from the institutional representative and the overseas advisory or counseling service. It was then recognized that within these limits the inquiry should be confined to obtaining certain basic information that could be supplied with relative ease. The group favored a modest beginning in both outreach and intensity, based on a carefully selected list of key questions. Drawing from the questions listed in the recent article in the *NAFSA Newsletter* ("Recruiters: 'Getting your share?'" by Gary Hoover, November 1979) the group recommended the following as a guide for the development of a preliminary questionnaire.

– How much detail about the operation is provided in writing?
– What are the backgrounds of the staff?
– How familiar are they with American education?
– Is a list of their clients available? Are the clients satisfied?
– Are copies of agreements with other clients available?
– Does the recruiter or the institution determine admissibility?
– How long have they been in operation?
– What kind of offices do they maintain? Where?
– How many students have they placed? In what countries?
– How do they verify or assure accuracy of transcripts?
– What is the home base of the operation? How accessible or answerable is it to you?
– Whom do they charge for their services? How much?

A follow-up should be made if the information derived from the preliminary questionnaire suggests a need for this. At this time more searching questions might be posed.

– Are clearly illegal or improper procedures part of their operation?
– What do other people overseas know about them?
– Is their correspondence such that you would like them to represent you to a prospective student?
– Is the name of the organization purposely misleading?

Having arrived at consensus concerning the nature and extent of the proposed inquiry, the group then discussed ways of implementing recommendations that might result from the colloquium. It was felt that the implementation of any decision regarding the establishment of a clearinghouse should be the responsibility of the National Liaison Committee on Foreign Student Admissions. It was also reaffirmed that the major educational associations be asked to endorse the project.

The following recommendations presented by the members of the work group were endorsed by the members of the colloquium:

I. Establish a clearinghouse with an immediate, simple, direct purpose:
   1. Centralize the now scattered files on recruiting activities.
   2. Collect data about third-party recruiting agents by means of a questionnaire.
   3. Organize information to be shared upon request with
      – United States colleges and universities, and
      – overseas counseling and advising staff.

II. Obtain endorsement from key educational associations at the time the clearinghouse is established, thus strengthening the support already being provided by members of the National Liaison Committee on Foreign Student Admissions: the American Association of Collegiate Registrars and Admissions Officers, the College Board, the Council of Graduate Schools, the Institute of International Education, and the National Association for Foreign Student Affairs.

Work Group II

Toward Establishing Criteria for Ethical Recruitment Practices and Continuing the Educational Process beyond the Colloquium

The discussion opened with a candid acknowledgement of the magnitude of the task facing the group. Contemporary recruitment of foreign students is a phenomenon which encompasses the activities of foreign nationals in their home countries and U.S. agents working in foreign countries, as well as the initiatives taken by a number of educational institutions across the United States. Any attempt to exercise controls over such a diffuse situation must relate not so much to what is ethical or moral, as to what is feasible.

Any criteria established must be accompanied by some kind of rational implementation, if not by regulation, at least by influence and acceptance. Despite the difficulties it was recognized that some kind of action is imperative. The effects of irresponsible recruitment in its most extreme form have been exposed in many countries and drawn harsh criticism both from the media and from foreign education authorities. It was agreed that abuses in recruitment must be identified and some remedial measures proposed.

The group therefore defined its immediate task as the development of a statement of particular concerns, together with specific recommendations for action, and the dissemination of this document among those groups where its message will be most effective. A continuing task will be the elimination of malpractices and the improvement of procedures through information, education, and persuasion.

Reviewing the extent and impact of the problems of recruitment as described both by the speakers and in colloquium discussions, the group agreed that they involve a relatively small percentage of the colleges and universities in the United States and only a small proportion of the foreign students who are actually admitted to institutions in this country, although many more foreign applicants may also be affected. It was also noted that malpractice in recruitment is a rela-

tively recent development and may be attributed to the combination of long-standing pressure from foreign students seeking an educational opportunity in the United States and growing pressure from those U.S. institutions facing declining enrollments in the past few years. In a more precise clarification it was further noted that distinctions must be made, among the foreign students, between those with genuine educational goals and those primarily interested in gaining entrance to the United States; among the institutions, between those with a properly planned program for the admission and education of foreign students and those primarily concerned with increasing enrollment. While recruitment, especially that which involves improper practices, is focused mainly on the prospective undergraduate, many graduate departments find it necessary to augment their enrollment with foreign students. It was also recognized, however, that the determination of what is appropriate or inappropriate in the recruitment of graduate students is a very difficult task due to the complexities and ramifications of the organization and administration of graduate schools and departments in different universities.

Malpractice in recruitment was defined in broadest terms as the provision or acceptance of misleading or deceptive information. Its significance lies not in the extent to which it may be found but in its potential for damage—to the foreign student, to the individual institution, and to the good name and credibility of U.S. higher education. While some institutional representatives may be guilty of improper practices, the problem in its extreme form is most often encountered among third-party recruiters, i.e., those who are not themselves members of the university or college administration. Within this third-party group there is a sharp distinction between those who are providing an educational service and those who are engaged in what has become known as headhunting. The distinction does not depend upon the payment of fees, as many reputable organizations make an appropriate charge for their information, advisory, or placement services. The determining factor is often the source and method of payment. Salaried employees engaged in recruitment or placement, who are on the staff of a college, a university, or an information or advisory organization, may be presumed to be service oriented because the reward for their activity does not depend on the number of students

enrolled. Independent operators, whose income is derived from student fees for guaranteed admissions or based on the number of students enrolled at contracting institutions, or both, are most likely to resort to unethical methods in directing students to their clients and in skirting the regulatory procedures required to obtain the student visa.

When using the services of a third-party recruiter the burden of ensuring an acceptable standard of operation must lie with the institution. There are two critical factors in this process: one is how the institution is presented to the prospective student, and the other is who makes the decision on admission. Even when the recruiter uses catalogs and information materials provided by the institution, even if he serves only to identify applicants and process papers for subsequent review by the admissions office, and even if payment is not directly related to numbers recruited, there still remains some element of risk. Clearly, a continuing relationship between the institution and the recruiting agent will to some extent depend on the success of the operation. It was recognized that the problem is complicated by the fact that there may be a valid difference between what may be termed professional ethics and the acceptable standards of a business enterprise.

In summary it was agreed that so far as third-party recruiters are concerned the essential difference lies in motivation—between a service relationship designed to assist the student and a delivery relationship designed to fulfill the needs of the institution. The former will be reflected in impartial counseling, which may result in recruitment but is related to the full range of educational resources in the United States; the latter, in vested interest advising, which is related to a limited list of client institutions. Despite the attendant problems, however, recruitment exists because it fills a felt need, and recruiters provide a necessary service. The demand for this service comes from a very varied group including students who have a precise goal and know exactly what they want from study abroad, students who seek a higher education abroad because they can find no place in homeland institutions, students and sponsors from developing countries looking for the technology or training required for national development, and those who seek solely to come to the United States. Even

in those countries with organizations such as the Institute of International Education or AMIDEAST, the available resources are overwhelmed by the sheer numbers of students seeking their services. Faced by the complexity of the higher educational system in the United States, bewildered by a choice of over 3,000 accredited institutions of postsecondary education, baffled by the complications of the admissions process, the foreign applicant willingly pays for a personalized service, especially when this includes a guaranteed admission. In such circumstances, it was agreed, the only way to eliminate unethical practices is to provide acceptable alternatives.

It was agreed that the admissions process is a crucial factor in the elimination of malpractice in recruitment. In this respect it was noted that the statement contained in *Principles of Good Practice with Reference to College Admissions*, although not specifically concerned with foreign students, does provide an adequate protection for such students applying to a U.S. college or university. Within these general principles the peculiar nature of the foreign student admissions requirements, including the evaluation of foreign educational credentials, the determination of English proficiency, and the confirmation of financial resources, will require some differentiation from the normal admissions procedures for U.S. students. This should not mean that there is any difference in the implementation of the admissions policy of the institution, especially insofar as this relates to the quality of the students admitted.

Noting that recruitment can be most effectively performed by institutional staff members, it was suggested that the most worthwhile investment of funds for this purpose is in training admissions officers to develop the foreign student enrollment in pursuance of institutional policy and in accordance with the requirements of the Immigration and Naturalization Service. Staff members who are familiar with their own institutions and its educational program and knowledgeable about foreign educational credentials can arrange that desirable match between the needs of the foreign student and the resources of the institution which is a prerequisite for any successful program in international educational interchange.

In seeking to identify control points for the monitoring of recruitment procedures the group considered the role of the regional ac-

crediting associations. It was noted that the questions of recruitment of foreign students and the provision of appropriate educational programs and supportive services are already matters of concern to a number of these agencies. It has been specifically referred to both by the New England Association of Schools and Colleges, Commission on Institutions of Higher Education, and by the Western Association of Schools and Colleges, Accrediting Commission for Senior Colleges and Universities, although at this time no formal action has been taken to include an examination of foreign student programs and related services in these associations' evaluative standards and guidelines.

It was reported that in order for such action to be taken with regard to recruiting of foreign students, there must first be precise definitions of the problems and of the acceptable practices and procedures. The whole question of the proper role of third-party recruiters, for example, would need careful clarification. Thus the task of the work group in seeking to establish criteria for ethical recruitment practices might well be a preliminary to the development of appropriate additions to the existing accreditation standards and guidelines. Looking to the future, it was agreed that it will be necessary to determine whether these current standards could simply be augmented to take care of foreign student recruitment or whether a completely new statement would be required to deal specifically with this subject.

The group also recognized the role of the regulatory government agencies, such as the Immigration and Naturalization Service, in the control of foreign student recruitment practices. It was noted particularly that one of the unethical practices, the signing of blank I-20 forms for completion abroad by the recruiter in on-the-spot admissions, is an infringement of government regulations. It was agreed that the educational community should take the initiative for setting standards and defining responsibilities which could subsequently be incorporated in the regulations prescribed by the government. In the absence of action by the educational community government authorities might be moved to unilateral action, prompted by the publicity given in the national press to some unfortunate incidents. At this time, when consideration is being given to a revision of the immigration laws, which among other things regulate the stay of foreign students in the United States, and when a new Department of Education

is determining its priorities and concerns, the question of foreign students in U.S. colleges and universities – how they come and what they study – may well be given some immediate attention by government.

As the discussion ranged over the various aspects of the problems of recruiting and explored the various options open to the group, there was a gradual move toward consensus. It was agreed that the colloquium should enunciate its concerns and identify its audience. It was therefore decided to propose an unequivocal statement which would define the existing abuses and then offer some specific remedies. It was also decided to recommend that the document be given the widest publicity without delay through the issuance of a press release and that, together with the recommendations presented by the companion work group, it be a focal point of the colloquium report.

It was recognized that a number of excellent proposals for future action might be derived from the discussions and agreed that these, too, should be recorded.

- Development of policy statements to help shape accreditation guidelines.
- Development of a statement of purpose concerning international educational interchange.
- Preparation of case studies and model recruitment programs.
- Support for the provision of adequate educational resources for overseas counseling programs.
- Organization of workshops for administrators on the formulation of policy concerning foreign student enrollment.
- Development of a self-evaluation questionnaire for institutions engaged in the recruitment of foreign students.

The group then agreed upon the draft statement of abuses and remedies for presentation to the members of the colloquium.

In reviewing the statement presented by the work group, the colloquium decided to eliminate a proposal for the establishment of an evaluation system designed to determine the precise goals of foreign applicants because it was felt to be impractical. The colloquium also noted that it is incorrect to assume that any student enrolling in an English language program is also planning to continue with academic studies in the United States. Many come during the summer solely for the purpose of improving their English and return thereafter to

their home countries. In identifying as one of the abuses of recruitment the practice of granting admission to foreign students without regard to their academic qualifications, it was agreed to make this point more explicit—i.e., "granting admission to English language programs to foreign students *who are college bound* without regard to academic qualifications."

The following statement was then approved by the members of the colloquium:

Noting that this colloquium has brought together a wide representation including college presidents, university administrators, institutional and associational representatives, and members of government agencies, we believe it important to identify those abuses in the recruitment of foreign students which are of common concern. We consider them detrimental to the welfare of foreign students and to the reputation of higher education in the United States.

1. The use of placement agencies that charge institutions a per capita fee.
2. The recruitment of foreign students without prior consideration of and commitment to providing necessary campus services.
3. Failure to represent the institution properly in advertising, publications, informative materials, personal interviews, etc.
4. The use of inadequately trained foreign admissions officers.
5. The improper delegation of admissions authority.
6. The misuse of immigration forms with regard to a student's academic qualifications, English language proficiency, and financial resources.
7. The practice of granting admission to English language programs to foreign students who are college bound, without regard to their academic qualifications.
8. The practice of granting foreign students admission to English language programs that do not qualify as full-time intensive programs and are therefore not in compliance with Immigration and Naturalization Service regulations.
9. The practice of promising and/or implying that admission to intensive English language programs constitutes admission to an academic degree program.

Criteria for Ethical Recruitment

To eliminate the abuses cited, institutions that recruit foreign students should

1. Provide enough candid and pertinent information that a foreign student unfamiliar with United States practices in higher education may make informed academic judgments.

2. Avoid contractual arrangements with agents who require fee-for-enrollment payments.

3. Develop an admissions policy for foreign students which
   - requires that admissions judgments be made by institutional personnel who rule on other admissions,
   - is based on a system of written criteria, and
   - is applied in competition with other applicants.

4. Seek a match between the needs and aspirations of the prospective student and the educational opportunities the institution affords.

5. Accept the commitment to provide effective educational opportunity for foreign students and establish appropriate institutional policies governing foreign student recruitment, admissions, support activities, specialized programs, and curricula.

6. Provide realistic estimates of costs for tuition, educational expenses, subsistence, and related fees and of the extent to which financial aid or scholarships are available to foreign students.

7. Restrict evaluation of foreign academic records to personnel who are trained and competent in interpretation of foreign educational records.

8. State clearly to students admitted to English language programs the extent of commitment made for their further education in the United States.

Summary

The relation between U.S. educational resources and educational needs across the world offers unlimited opportunities for imaginative and far-sighted planning. While the focus of the colloquium has been on some of the negative aspects of the movement of foreign students to United States colleges and universities, this does not mean that the participants favor a diminishment of or even restrictions on that flow. Rather, their concern is that the process of directing foreign students to the appropriate U.S. institution should be as comprehensive and effective as possible. Students—and the opportunity to study—are far too valuable to be dealt with in a haphazard or irresponsible manner. It is for this reason that the colloquium offers to the educational community its recommendations for a positive approach to the function of recruitment. Although they appear elsewhere in this report, we believe that the recommendations for action and the proposed criteria merit reaffirmation in this closing statement.

In brief:

- The colloquium urges that a clearinghouse for information on foreign student recruitment be established and be endorsed by the key educational associations.
- The following criteria are proposed as a basis for the maintenance of ethical recruitment practices. Institutions that recruit foreign students should

1. Provide enough candid and pertinent information that a foreign student unfamiliar with United States practices in higher education may make informed academic judgments.
2. Avoid contractual arrangements with agents who require fee-for-enrollment payments.
3. Develop an admissions policy for foreign students which
   - —requires that admissions judgments be made by institutional personnel who rule on other admissions,
   - —is based on a system of written criteria, and
   - —is applied in competition with other applicants.
4. Seek a match between the needs and aspirations of the prospec-

tive student and the educational opportunities the institution affords.

5. Accept the commitment to provide effective educational opportunity for foreign students and establish appropriate institutional policies governing foreign student recruitment, admission, support activities, specialized programs, and curricula.

6. Provide realistic estimates of costs for tuition, educational expenses, subsistence, and related fees and of the extent to which financial aid or scholarships are available to foreign students.

7. Restrict evaluation of foreign academic records to personnel who are trained and competent in interpretation of foreign educational records.

8. State clearly to students admitted to English language programs the extent of commitment made for their further education in the United States.

- Workshops, model programs, and consultations should be organized to offer guidance and assistance to those institutions and individuals interested in or responsible for the recruitment of foreign students.

These recommendations and the dissemination of the criteria will be an immediate concern of the National Liaison Committee on Foreign Student Admissions and its constituent members:

American Association of
Collegiate Registrars and Admissions Officers

The College Board

Council of Graduate Schools

Institute of International Education

National Association for Foreign Student Affairs

Participants in the Colloquium March 26-28, 1980

Francis J. Barros
Vice Provost for Academic Development
The American University

Frank E. Cotton
Head of Department and Professor
Industrial Engineering Department
Mississippi State University

Stephen C. Dunnett
Assistant Professor and Director
Intensive English Language Institute
State University of New York at Buffalo

S. Philip Froiland
Assistant Director
Division for College and University Services
The American Lutheran Church, Minneapolis

Sister Alice Gallin
Associate Executive Director
Associate of Catholic Colleges and Universities

David E. Gray
Vice President for Administration and Staff Coordination
California State University at Long Beach

Rene S. Greenwald
Representative for Mexico and Central America
Institute of International Education – Mexico City

Delwin K. Gustafson
Director of Admissions
Gettysburg College, and
President
National Association of College Admissions Counselors

Linda S. Heaney
Admissions Counselor
The American University

Andrew J. Hein
Assistant Dean, Graduate School
University of Minnesota

Reuben A. Holden
President
Warren Wilson College

Eugene Hotchkiss
President
Lake Forest College

Stirling L. Huntley
Director of Admissions and Associate Dean of Graduate Studies
California Institute of Technology

Sanford C. Jameson
Director
Office of International Education
The College Board

Hattie Jarmon
Education Specialist
Office of International Training
United States Agency for International Development

Hugh M. Jenkins
Colloquium Rapporteur and
Report Editor, and
Consultant
National Association for
Foreign Student Affairs

Douglas W. King
Chaplain and Associate Professor
of Theological Studies
Hanover College

Jules B. Lapidus
Vice Provost for Research and
Dean of the Graduate School
The Ohio State University

Frederick E. Lockyear
Educational Consultant
The College Board

Karen Lowe-Raftus
Associate Director of Admissions and
Coordinator of International
Admissions
The College of Wooster

William J. MacLeod
Director of Evaluation
New England Association of Schools
and Colleges

Mary Cay Martin
Director
International Student Services
The University of Chicago

Pamela A. McCloud
Assistant Director
Educational Services
America-Mideast Educational
and Training Services

Joseph S. Murphy
President
Bennington College

Leo L. Nussbaum
President
Coe College

Roland D. Patzer
Coordinator
International Programs
Ohio College Association

Cassandra A. Pyle
Vice President for Fellowship
Services
Institute of International Education

David A. Robinson
Executive Vice President
Washington Educational Research
Associates
ELS Language Centers

Cornelius D. Scully III
Acting Director
Office of Legislation, Regulations
and Advisory Assistance
Bureau of Consular Affairs
United States Department of State

Malcolm G. Scully
Senior Editor
The Chronicle of Higher Education

Philip B. Secor
President
Cornell College

Mary Ann Spreckelmeyer
Chief
Division of Student Support Services
Office of Academic Programs
Directorate for Educational and
Cultural Affairs
United States International
Communication Agency

Joann Stedman
Director
International Admissions
University of Southern California

Louis C. Vaccaro
President
Siena Heights College

Lee Wilcox
Vice Provost for Student Affairs
Rensselaer Polytechnic Institute, and
Vice President for International Education
American Association of Collegiate Registrars and Admissions Officers

Thomas A. Wilcox
Director
Boarding Schools
National Association of Independent Schools

Valerie Woolston
Director
International Education Services
University of Maryland

A. Lee Zeigler
Director
Bechtel International Center
Stanford University

The Johnson Foundation Staff

Leslie Paffrath
President
Henry Halsted
Vice President – Program

Roderic Botts
Assistant to the Vice President – Program

Rita Goodman
Vice President – Area Programs

Richard Kinch
Program Associate

Kay Mauer
Conference Coordinator

Wingspread Fellows

Yukari Ito
From Japan attending Kalamazoo College

Mona Tahar
From Lebanon attending Carleton College

Ichiro Tsuruoka
From Japan attending Kalamazoo College

Peter J. Varouxis
From Greece attending Northwestern University

John Margolis (Faculty Representative)
Associate Dean of Studies
College of Arts and Sciences
Northwestern University